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6 June 1967

MEMORANDUM FOR : Mr. Rogers, D/DCI/NIPE  
Mr. Clarke, D/OPPB

SUBJECT : Our Proposed Terms of Reference for TOD

Our revision of Benington's 31 May 67 TOD terms of reference is attached. This revision has the following effect:

- a. It treats Benington's committee as an ad hoc one-time effort, with any follow-on TOD to be undertaken as determined by the DCI, Deputy SecDef and Director BoB.
- b. While providing for a USIB role it minimizes the amount of additional staff work required. The NIPE participation is not enlarged substantially over the present level.
- c. It provides more adequate controls on the aggregation and display of sensitive intelligence activities (e.g. Clandestine Collection).
- d. It provides respectable roles for the BoB and ASD (Systems Analysis) and thus offers a politically realistic alternative.

Attachment

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D-R-A-P-TTERMS OF REFERENCE FOR PREPARATION OF  
TARGET-ORIENTED DISPLAY1. Purpose of Display

A Target-Oriented Display will be developed that shows how U.S. intelligence resources are directed against major intelligence targets. The purpose of the display is to provide a basis for selective in depth analyses designed to test the need for and effective and efficient use of these resources. The data to be displayed are intended to be used for intelligence planning and not directly for making program or budget decisions.

The display will be prepared under the guidance of a committee composed of representatives of the Secretary of Defense, the Director of Central Intelligence and the Director of the Bureau of the Budget ( the Principals).

The Display will include the resources of the Consolidated Cryptologic Program, Consolidated Intelligence Program, National Reconnaissance Program, and the Central Intelligence Agency program excluding Covert Action. In addition, the display will include the resources of the [REDACTED] and the SR-71 program.

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## 2. Targets and Time Period to be Displayed

The display will show how U.S. intelligence resources have been and currently are targeted against countries and regions. For the Soviet Union, China, and possibly other selected countries or regions, resources will be displayed in greater detail against military, economic, political and possibly other targets. The selection of the data to be displayed will depend on the committee's evaluation of the significance of such data, its meaningfulness, the practicability of acquiring relevant data, and the DCI's judgment concerning the security factors involved.

The principal display will relate intelligence functions to targets. These functions will include various types of:

- Collection
- Processing
- Production
- Mapping & Charting
- Research & Development
- Counterintelligence & Investigative Activities
- General Support

In addition, each of the programs identified in paragraph 1 above will be displayed by cost rather than by target categories, including Investment, Operating Expenses and Research and Development.

The displays will be prepared by dollars and manpower for FY68 and FY69, and, if meaningful, for FY 66 and FY 63. The

[FY 68 and FY 69 displays will be prepared first.] The FY 68 resources will be displayed as approved in June 1967. The FY 69 resources will reflect recommendations of the Primary Action Officers for the CIP, CCP and NRP and the 1969 Budget submission to the BoB for the CIA program. [After guidance and procedures have been developed for the FY 68 and FY 69 displays, the FY 66 and FY 63 displays will be attempted utilizing the same approach modified as necessary to accomodate available data. A decision to include the FY 66 and FY 63 displays in the final display will depend on the committee's evaluation of their meaningfulness (in light of the nature of data obtainable) and of the effort involved.]

### 3. Preparation of the Display

The display will be <sup>(designed)</sup> prepared by a committee (naming by title - the participants) who will functionally do this in four phases:

- a. During the first phase, which will last until 1 ~~July 1967~~ <sup>1 October</sup>, the committee will prepare general guidance including both the specification of targets and functional subdivisions. <sup>December</sup>
- b. During the second phase, which will last until 1 ~~September~~ <sup>15 November</sup> 1967, CIA, DIA, NRO and NSA will prepare data displays of their resources. Each agency will determine the methods for allocating resources under its cognizance in accordance with the general guidance prepared by the committee. In this connection, each

agency, in consultation with the Director of Central Intelligence or his designated representative(s), will determine the handling of compartmented information.

( 1st )  
(alternative)

c. During the third phase, which will last until 1 October 1967, the committee will aggregate the data in the form of the display and review and call for the refinement of data as necessary. *15 February*

( 2nd )  
(alternative)

c. During the third phase, which will last until ~~1 October~~ *31 December* 1967, the four agencies (CIA, DIA, NRO, NSA) will transmit their resource data displays to the D/DCI/NIPE. The NIPE Staff will aggregate the data in the form of a consolidated display and review and call for a refinement of data as necessary. Upon completion, the consolidated display will be transmitted to the *Board* ~~TOD~~ Committee for review. *15 February*

d. During the fourth phase, which will last until ~~1 November~~ *30 January* 1967, the ~~committee~~ *NIPE Staff* will prepare and submit to the Principals its final report consisting of:

- i. The display
- ii. A discussion of the display and its limitations
- iii. A description of how the display was prepared.

The above schedule is approximate and will be changed as mutually agreed by the representatives of the Principals.

#### 4. Use of the Display

Upon completion of the display and after review by the Principals,

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members and in consultation with the Secretary of Defense and the Director BoB, will:

- a. Select target and functional areas of the display to be analyzed in depth.
- b. Provide for such analyses to be made by appropriate representatives or components of DOD and CIA. The purpose of these analyses is to identify gaps, deficiencies and any excesses in the application or allocation of resources in relation to intelligence information and products.
- c. Initiate or propose other appropriate action, including program and budget action.

The Director of Central Intelligence will refine and summarize display data for appropriate presentations by himself or the Secretary of Defense to the BoB, the PFIAB and the Congress.

The Director of Central Intelligence, the Secretary of Defense and the Director of the Bureau of the Budget will determine the need for subsequent updating and improvement of the target-oriented display and the methods to be employed.

#### 5. Security

Whether or not the Target-Oriented Display materials will require a distinct security classification and control system will be determined by the Director of Central Intelligence in connection with the evaluation of the completed display.